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ABSTRACT

Site visits to 17 workplace education projects funded in the second year of the Massachusetts Workplace Education Initiative are reported for year 1 and year 2 projects. The year one projects are as follows: EASCO Handtool Company (Springfield), T.J. Maxx Distribution Center (Worcester), laundry workers (Boston/Lynn), AT&T (Lawrence), and Columbia Cable (New Bedford). The year two projects include United Electric Controls (Watertown), Filene's Distribution Center (Natick), nursing homes (Norwood/Marlboro), Boston City/University hospitals (Boston), Mercy Hospital (Springfield), Marriott Hotel (Burlington), City of Worcester employees (Worcester), Sewell Plastics (Leominster), Franklin Hampshire/Wesco Electric and Erving Paper (Greenfield), University of Massachusetts (Amherst), and Franklin Sports (Brockton). The projects are evaluated in terms of the following: program organization; educational component; partnership; and program outcomes and continuation, including institutional change. Recommendations include: (1) the state should organize an orientation to promote greater cooperation and cross-program fertilization; (2) specialized training and technical assistance should be developed for at least one supervisor per program; (3) local partners should design and implement an inventory of community resources; (4) programs should develop a specific strategy and/or tool for a traveling library; (5) programs should assemble a booklet of promising practices, models, etc.; and (6) states should compile lists of exemplary support services. (LB) Adjunct ERIC Clearinghouse on Literacy Education

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Workplace Education Initiative: Year Two Observations

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List of Programs

Year One Programs

1. EASCO Handtool Company (Springfield)
2. T.J. Maxx Distribution Center (Worcester)
3. Laundry Workers (Boston/Lynn)
4. AT&T (Lawrence)
5. Columbia Cable (New Bedford)

Year Two Programs

6. United Electric Controls (Watertown)
7. Filene's Distribution Center (Natick)
8. Nursing Homes (Norwood/Marlboro)
9. Boston City/University Hospitals (Boston)
10. Mercy Hospital (Springfield)
11. Marriott Hotel (Burlington)
12. City of Worcester Employees (Worcester)
13. Sewell Plastics (Leominster)
14. Franklin Hampshire/Wesco Electric and Erving Paper (Greenfield)
15. University of Massachusetts (Amherst)
16. Franklin Sports (Brockton)

Table of Contents **Page**

Introduction 1

Observations 2

I. Program Organization 3

A. Two Building Blocks: Appropriate Planning and Design 3

B. Critical Issues in Program Start-Up 4

C. Coordination: Insuring Program Success 6

II. Educational Component 9

A. Initial Assessment: the Importance of "Starting Right" 9

B. Curriculum Design: An Overview of Innovations/Limitations 10

C. Teaching Methods: Some Variety and Creativity 11

D. Cultural Awareness: Extending the Definition of Workplace Education 11

III. Partnership 13

A. Industry Specific Issues 14

B. Worker/Union Specific Issues 15

C. Learning Provider: Issues and Concerns 16

D. State Relationships: State Partners, SDA's and Local Programs 18

IV. Program Outcomes and Continuation

A. Outcomes: Difficulties and Possibilities of Measurement 20

B. Continuation and Institutional Change: Key Factors and Strategies 23

Recommendations 25

Introduction

Between December 1987 and May 1988, Centre Research conducted site visits to the seventeen workplace education projects funded in the second year of the Massachusetts Workplace Education Initiative (WEI). Old programs received two separate one-day site visits, one in the late fall/winter (December/January) and a follow-up visit in the spring (April/May); new programs received a single visit in the spring (April/May). For purposes of this report, a "new" program (Year One) is a program funded for the first time in FY '88; an "old" program (Year Two) is a program funded first in FY '87 and refunded the following year, in FY '88.

The protocols for both the old and new programs elicit data on the strengths and weaknesses of selected program components ranging from recruitment of students to assessment of the program partnership. The protocol for the old programs was designed to elicit comparison data from year one to year two of program implementation as well as changes over the course of the current year. The protocol for the new programs was designed to elicit data on program operations on a one time basis. Copies of the protocols are included in the addendum to this report.

Two site visits to the old programs allowed Centre Research staff to observe and document changes over time in the development and implementation of program goals and strategies. These observations are integrated into the attached narrative summaries for each of the five old programs. Although the single, one-day visits to the new programs were generally successful, they yielded more limited data. During a one- day site visit there is less time to review materials, conduct interviews and observe classes, and there is greater likelihood of not contacting/meeting with all interested and concerned parties. Limited as the one-day interview format is, in the case of the new WEI programs, it provided sufficient data for the attached narrative summaries for each of the twelve new programs. (See Section II for the set of site profiles.)

This report is divided into two sections. In Section I: Observations, Centre Research offers overall findings, highlights, and recommendations based on what staff learned during their site visits. We use examples from both old and new programs to illustrate the general points made in this section of the report. The major observations and findings are assembled under four headings: I.) Program Organization; II.) Educational Component; III.) Partnership; and IV.) Program Outcome and Continuation. In addition, a list of recommendations is included at the end of this section.

Centre Research relies on individual site visit protocols to present profiles for each of the current WEI programs in Section II: Profiles. The studies of the old programs are divided into two sections: 1.) a program narrative, based on interviews, observations, and review of materials and 2.) a summary of outcome data provided by the program in accordance with the protocol created by Centre Research. The profiles of the new programs are divided into three sections: 1.) a prescribed program "fact sheet" completed by the program; 2.) a program narrative, based on interviews, observations, and review of materials; and 3.) a summary of outcome data, again provided by the program in response to the Centre Research protocol.

Observations

The purposes of the "Observations" section of the WEI Final Report in FY '88 are similar to the purposes of the "Observations" section in the FY '87 WEI Final Report. They are:

1. to identify similarities, differences, major/emerging themes/problems and successful strategies across programs (i.e., those factors which could "make a difference" in the functioning and effectiveness of workplace education programs in the years to come).

2. to identify the gaps between the broad mission of the WEI and the ways this initiative is being translated in the field, and therefore to reaffirm or reassess theWEI general goals and objectives as a touchstone for critical review of the programs.

3. to make recommendations on how to improve/enhance the delivery of workplace education through the WEI.

The current "Observations" Section builds on the FY '87 report. In fact, the consistency of some issues is remarkable, although the growing number of programs (a total of seventeen in Year Two as opposed to only six in Year One) plus the increased capacity of the WEI, creates a larger data base from which to identify more--and more subtle--distinctions and commonalities across programs. Overall, the more sophisticated understanding of WEI is based on added information about the successes and barriers in each of the settings. The increasing knowledge development is a function of both the ongoing documentation/ evaluation, and the greater provision of technical assistance and coordination in Year Two.

Finally, Centre Research observed at both the local and state levels a notably increased awareness and acceptance of the need for WEI programs in the second year. The WEI has created a momentum within the Service Delivery Area (SDA)/business/union/learning-provider communities through a combination of persuasion and demonstration. The Initiative has developed a greater sense of purpose and credibility, which has helped to identify more workplace learning needs and programs to meet those needs. In their failures as well as their successes, old programs contribute to the ever increasing body of knowledge about workplace education; new programs tend to have solid records of service provision which build directly on the learnings of the old programs. This awareness and advancement infuse the data collected for this report.

From the state perspective, the steady efforts of the various state agencies and their representatives--despite some recent setbacks--have continued to raise local, state , and national awareness of and interest in the Massachusetts WEI. Among other things, their publicity, outreach, and technical assistance activities have resulted in greater SDA support, increased management and union participation, and perhaps most important the submission of a strong set of proposals to the State partners for possible funding in Year Three. Given this growing statewide need and interest, it appears that the momentum will continue to build, albeit more slowly in the face of funding and other political constraints.

On the following pages, Centre Research presents its more specific observations and findings.

I. Program Organization

This section focuses on those elements most basic to successful program design and implementation: an overall plan that is necessarily flexible and student-centered; a start-up phase that is strong and sustainable; and a coordination strategy that is clearly focused and widely supported.

A. Two Building Blocks: Appropriate Planning and Design

Two issues remain critical to the overall design of most workplace education programs:

1. Adequate Planning Time: The adage "well begun is half done" offers traditional insight into the success of certain WEI programs. In general programs did not have much time to plan their outreach and program/development strategies. The exceptions to this rule are the programs in the **nursing homes**, at **UMass** and at the **United Electric Controls Co.** (UEC) in Watertown. The nursing home program had begun strategizing an ESL program with a learning provider well before WEI money became available to them. The UMass program had a history of offering basic education services to its employees. UEC had hosted an ESL program for refugee workers several years ago and therefore understood some of the problems and concerns which a new program inevitably raises. Nonetheless, the teacher in the UEC program, like most of the other teachers in the initiative, had to jump right in with minimal time for preparing curriculum and methods.

The three month funding lag at start of FY '88 exacerbated this problem. Many programs complained about how this lag interfered with their proper planning and start-up. Programs which thought they would be ready to start in July, with some planning time before classes began in September/October, didn't start-up until October. They then felt great pressure to get into the classroom as quickly as possible. New programs especially suffer when "legitimate" planning time is not built into their grants. Old programs (particularly **New Bedford**, **Greater Lawrence**, and **T.J. Maxx**) at least have had the benefit of their first year planning and recruitment experiences to build on.

2. Carefully Tailored Programs: In Year Two, the WEI is still largely an "English as a Second Language" (ESL) project serving large numbers of Hispanic, Haitian and Asian workers. However, the effort of the state partners to include Adult Basic Education (ABE) programs in the second year pool of programs, as well as the increasing sophistication of program staff in providing educational services, may have resulted in a greater consciousness throughout the initiative about the range of services which can be offered as part of a workplace education program.

Despite the overall ESL emphasis, there exists within WEI a consciousness of the range of services which can be provided to workers, starting with ESL and moving through ABE, the General Education Diploma (GED), and, for a few, continuing education at the community college level. The **Greater Lawrence** program with AT&T, for example, has grouped students in fairly sophisticated levels and tailored its curriculum and methodology to the range of students' educational needs. There is an awareness of the benefit of moving students through levels of achievement which do not have to stop with the services provided through the WEI.

Similarly, the **T.J. Maxx** program in Worcester has identified the need for ABE and GED both as a result of the developmental needs of its ESL students--they want to move on--and as a result of the desire of native English speakers to participate in an eductional program. The presence of an ESL program which delivers services to non-native English speakers

can apparently whet the educational appetites of native speakers. (Even if the desire for educational services is initially fuelled by minor resentments about what "those other people" are getting, the end result is valuable.) In addition, management is considering a basic Spanish class for supervisors which would complement and not supplant the ESL effort. Several students from this site are also currently being assessed for placement in classes at Quinsigamond Community College.

The WEI continuum of educational opportunities to be offered to workers contributes to what some program personnel refer to as the "culture of education" at the workplace--that is, an appreciation of education's broader purposes, values, and approaches. This perspective provides an interesting counterpoint to the overly narrow focus on more language or more math skills in order to enhance production. These are not mutually exclusive perpectives. They complement each other.

In addition, the ABE focus within the WEI is somewhat determined on a regional basis. The white rural regions of western Massachusetts which host the **University of Massachusetts/Amherst** and **Wesco Electric** programs identify their ABE need more readily than the urban centers of the eastern region which host programs in industries largely staffed by immigrants. The working populations of these western Massachusetts businesses and industries tend to be older (30-45 years), more established (working in these businesses/industries for several years), and more homogeneous.

B. Critical Issues in Program Start-Up

Two issues emerge as critical to the success of a workplace education program in the start-up phase:

1. Respectful Recruitment Strategies: If the program design is good--that is, if the classroom, teachers, curriculum, materials, etc. are well coordinated and ready for use--then the critical program element is getting people into that good program. This means that a progam can ultimately be only as good as its recruitment. Good programs which suffer from underenrollment cannot maintain their status as good programs for long. Again, an obvious and traditional wisdom applies: a program is good because it attracts and addresses and meets the needs of students who attend classes regularly.

Several effective recruitment strategies were identified in the first year of the WEI. They include: program announcements in pay envelopes, sometimes in the native language of the worker; meetings where the program is described by various partners (union, management, learning provider, for example) and in workers' native languages; the person-to-person handshake method, again conducted in the native language of the potential student, perhaps with the assistance of a former or current student. Some programs like **UMass** and **New Bedford** have even developed their own recruitment videos.

All of these strategies are geared to introduce students to a workplace education program in terms which make sense to them, which support their efforts to improve their skills, and which do not stigmatize them as "lesser than" other workers. These strategies heed the fact that no person wants his or her illiteracy or lack of fluency with Englsih flaunted. These strategies are friendly and genuine. They also generally advertize personal benefits to be derived from participation in a workplace education program and let the benefits to the company remain self-evident. It is instructive in this context to recall the lesson of naming

the WEI prior to funding FY '87 programs. Workplace Literacy became Workplace Education--a more positive, less judgemental title for an initiative which wanted to target needy students without stigmatizing them.

Some programs in Year Two employed successful recruitment strategies; others did not. The **Wesco Electrical Co.** program offers an example of a good recruitment strategy, as does Mercy Hospital in Springfield. Ninety-five percent of the workers at Wesco are women and great value is placed on education. The personnel manager and union representative, both women, are very motivated to recruit students into the program. The union representative is herself a graduate of the Literacy Project in Greenfield. The personnel manager and union representative together spoke with all potential students, highlighting potential benefits of participation in the program on a person-to-person and peer-to-peer basis. In effect, the company nurtured--and continues to foster--the previously mentioned "culture of education". At **Mercy Hospital**, the hospital Director personally gathered potential students together at a series of meetings and urged them to take advantage of the ESL/GED benefit.

An especially helpful example of successful recruitment comes from the original Springfield area program at **EASCO** Handtools. The personnel manager in this company made a significant breakthrough in WEI recruitment strategy for both ESL and GED programs when he framed their education program as "education and training", just as he would for senior executives. This approach validated participation in the education program without branding workers as illiterates or dummies, an unfortunate result of cruder recruitment strategies utilized in the first year at EASCO.

2. Involvement of Mid-line Supervisors: The need for supervisory participation in program planning, start-up and implementation is evident in almost every WEI program. During the program planning and start-up phases, inexperienced program personnel might believe that the support of upper level management is sufficient for insuring program success. Upper level management makes decisions about release time, location of classrooms, extent/type of recruitment, etc. But the exclusive support and involvement of upper level management precludes the understanding and ultimately the support of those members of management who are most affected by workplace education programs on a daily basis: the mid-line and shop floor managers who are responsible for staff coverage and production quotas. Mid-line and shop floor managers are immediately affected when students leave for class and when, in the short term, production drops. They are in the critical position of supporting or not supporting enrollment and/or attendance when time comes for employees to register or to leave for class.

Different strategies are used in different programs to involve supervisors at all levels of program recruitment and implementation. Programs in the **nursing homes** and at **UMass** involved supervisors even before start-up. The nursing homes program coordinator, for example, met with supervisors at both program sites as a group and one-on-one. She polled them about their feelings and attitudes about the workplace education program and she consulted with them about production needs/process, curriculum development, vocabulary, etc. The need to enlist the support of supervisors after start-up at **UEC** led the program coordinators to design a supervisors' workshop where they presented the goals and methods of their ESL program.

The nursing home example yields further insight into the subtlety of involving supervisors in positive ways at all levels of program implementation. At the Westridge site, supervisors were simply told they should support worker participation in their ESL program; at **Colonial Care** management took greater care to solicit supervisors opinions

and potential grievances about their ESL program. While on the one hand, one could applaud management's effort to support the ESL program at **Westridge** by building it into the work structure from the top down, this strategy was not as successful as its counterpart at Colonial Care. At Colonial Care, the opportunity to fully discuss the problems and limitations of ESL classes led to greater ongoing investment in the classes.

One could argue that involving supervisors in the top-down manner is more harmful than not formally involving them at all. The top-down style allows management to rest on the fact that it has done its job--it has told supervisors to cooperate--and does not provide ongoing critical appraisal about its methods. The shortcoming of this supervisor approach parallels the shortcoming of the student recruitment approach which says: you have an ESL deficit and must therefore enroll in a program. In neither case are the real benefits to the supervisors and students discussed in terms which respect supervisors' and students' roles and experiences.

The involvement and support of all levels of management, especially mid-line supervisors, is important at start-up and throughout the life of the program. Consistency of management support is another key to program success. If there is an initial burst of support at the beginning and no follow through, as was the case with **Sewell Plastics**, **Erving Paper**, and **Franklin Sports**, lines of communication break down, workers are not consistently encouraged to attend classes and enrollment drops. Strategies to maintain consistent support of supervisors include:

- Regular workshops for supervisors on program development, curriculum issues and student progress. The program at **UEC** again provides an example of this model of supervisor workshop.

- Teachers take responsibility for regular communication with supervisors about student progress and general issues of program development. The program at **T. J. Maxx** follows this format with success.

- Supervisors can be part of formal/informal evaluation of students and the overall program. The suggested formats for supervisor evaluation which are contained in the WEI Guidebook have been helpful to some of the program coordinators.

C. Coordination: Insuring Program Success

In the first year of the WEI, the evaluation identified central coordination within a program partnership as a key to success. Generally speaking, it is the role of the coordinator to facilitate the partnership and the delivery of educational services. S/he oversees program development and implementation on behalf of the partnership. The coordinator provides continuity between start-up and program implementation and receives sustained help from all levels of the partnership in fulfilling his/her responsibilities.

Those programs which designated a central coordinator on either a full or part time basis in Year 1 of the WEI maintained vital, well informed partnerships. These partnerships enjoyed open and useful communications among their membership and were able to address the evolution of program needs with relative speed and efficiency. As a result, new programs in Year Two were strongly encouraged by State partners to designate a program coordinator. All programs designated a coordinator but there is much variation in how this person functions. Among the factors which vary significantly are: number

of paid hours and pay scale; degree of responsibilty for overseeing the program and supervising teachers; understandings around coordinator accountability; and relationship to program management.

An important question follows: If, as we believe, the coordination function is a key to overall program success, then what are the variables which enhance or inhibit the coordination function? Based on our findings, the following are some of the more intriguing points to emerge:

1. Coordinator Empowerment--Acting on Behalf of the Partnership: When the program coordinator is in a position to know first hand about various aspects of program development and implementation and has the trust of the members of the partnership, the program tends to work well. Noteworthy examples of this include the **nursing homes project, Fall River, New Bedford, Brockton, T.J. Maxx, UMass**, and the **University Hospital**. In all these cases, there is a strong, well-informed coordinator at the helm of an active partnership. The partnership trusts and empowers the coordinator to keep it abreast of program progress and to act on its behalf.

The **Boston/Lynn** (Laundry Workers) Project provides an example of the frustration a coordinator experiences when she or he is not empowered to act on behalf of the partnership. In that program, the designated coordinator, who is a representative of the learning provider, does not teach in the program and has little ocassion to visit the program sites. She depends on her teachers, whom she supervises and with whom she meets weekly, for information about program implementation. She has no regular contact with students or management, and as a result is not a credible negotiator within the partnership. Suffice it to say that this partnership lacks leadership and spends much time trying to identify the problem with leadership.

2. Adequate Pay; Necessary Time: The responsiblities of being a program coordinator are varied, often tedious, and always time consuming. Even the full-time coordinators, who are rare in the WEI, complain that there is too much to do and too little time to do it. Several of the part-time coordinators end up getting paid for only some of the work they do, especially during program start-up when the work load is particularly heavy. Coordinators in the **Filene's** and **Marriott** programs both worked overtime without pay for many weeks because they were invested in the success of their programs. They are presumably reimbursed with the pleasure of seeing their programs work well. Unpaid overtime, however, is not a model which a workplace education program would want to put forward as the standard. Rather, experience shows that programs work best where coordinators are employed full-time or at least reimbursed for those aspects of their role that are considered necessary and important, as measured against standards set by the more successful programs.

3. Shared Coordination--Some Possibilities and Requirements: In a few of the programs, a de facto model of shared coordination has evolved. When this model works, it works very well. Two coordinators bring special talents and perspectives which no one person alone could bring, and which further enhance the partnership. However, it takes a special fit of style and personality, as well as a shared vision of program goals and methods to share the coordinator's role. At **UEC**, two staff people from the Middlesex County Training and Employment Consortium virtually share the coordinator's role while the designated coordinator, their superior at Middlesex, is acknowledged on paper only. It happens that the two staff people complement each other, and work easily with the teacher.

In **Lawrence**, the program has steadily developed and fine-tuned its model of collective coordination so that each member of the partnership has established a clear understanding of their roles, responsibilities, and relations. Much of their success as an effective collaboration is tied to their design, implementation, and commitment to a strong communications system. Consequently, most of the partners meet, talk, and plan on a regular (weekly and sometimes daily) basis, thereby increasing the likelihood of sharing information and following through on decisions.

4. Active and Broad Support for the Coordinator: Different from a shared role in the coordination of a program, there are a variety of ways that one or more members of a partnership can assist the coordinator--and strengthen the program. One of the most tangible ways of supporting the coordinator is by linking needed resources and useful contacts in the community. The **Brockton** SDA, for example, has established a very close working relationship with its WEI program and makes its resources and links to the community available whenever possible. Key people at the SDA also act in facilitating roles when all parties agree that a timely intervention can resolve or avoid a local problem. A similar situation exists at **T.J. Maxx**, where the coordinator's capacity to work has been greatly enhanced through the active support of the SDA and key community players.

A slightly different model of support exists in **Fall River** and **New Bedford**, where the Labor Education Center at Southeastern Massachusetts University provides varied assistance to both of the WEI programs and coordinators in its region. As an important but unobtrusive partner, the Center provides personnel, material, and political assistance on a regular basis. Without some active partnership support, the previously mentioned programs and their coordinators could not do as good a job as they currently do. This is to say that a good coordinator can help to forge a good partnership, but a good working partnership which supports the efforts of its coordinator often makes the difference between a decent program and an excellent one.

II. Educational Component

Workplace education is a mixed bag of educational philosophies, pedagogies, curricula, and methodologies. This is largely a function of its limited history and clouded future. It roots are mostly derivative of adult basic education, the ESL and literacy movements, and, to some extent, of previous employment and training initiatives. More recently it lives in a variety of debates on education and work. For example, there are numerous arguments within the education and the employment training arenas about student-centered versus industry-based needs; there is also a hotly disputed debate on whether students (workers) lack the necessary skills or whether the vast majority of jobs that industries offer are devoid of the very same skills they demand in their workers.

As a result, there is no commonly held philosophy or approach to student assessment, curriculum design, teaching methods, cultural awareness, or classroom environment which dominates the WEI field. Depending on the particular backgrounds of its staff, educational values of the community, and political realities of the partnership, each program approaches the question of educational pedagogy in its own idiosyncratic way. Nevertheless, all of the WEI programs are involved ~~in most of the key~~ aspects of educational design and implementation, especially initial assessment and curriculum design. To a lesser degree, the programs are focused on environmental and other supportive factors.

A. Initial Assessment: The Importance of Starting "Right"

The main issue in assessment of students is "don't stress with tests". Program personnel tend to agree that, especially at the beginning of a student's relationship to a program, the chances for alienating students is very high. Despite controversy about the efficacy of more traditional, standardized tests (such as the TABE), several of the programs find it helpful to use these tests for diagnostic purposes. A growing number of programs, however, are concerned about the inappropriatenesst of these tests for incoming students, and want to identify a better and more reliable assessment tool against which student progress can be reasonably measured.

Some programs supplement--or ocassionally replace--formal testing with "assesssment conversations", or what the **Marriott** program calls "intake chats". These are informal means of assessing literacy, conversation, and vocabulary levels for limited English speaking students and are more appropriate for a population of students with very low literacy and speaking skills. There is interest in sharing the formats for these intake chats across the programs. It seems that this is one area where the WEI might make a contribution to the field of assessment of ESL students. Other program ideas and efforts worth examining include:

- In **Brockton**, to downplay the anxiety of assessment the activity was renamed "interview". This consisted of a 15-30 minute session in a private setting that focused on identifying skills concerning listening, speaking, math and reading. Special attention was given to linguistic problems in oral speech and possible learning disabilities, and the interview was not overtly grammar-based.

- **Fall River** and **New Bedford** share a common philosophy and approach in working with the limited English speaking workers. Their belief is that these immigrant workers can be empowered by the acquisition of English/literacy skills. To this end, they have designed an intake process, curriculum, and achievement profile sheet that use various "benchmarks" to measure progress on topics of interest: Everyday Life; Union/Workplace Rights; Health & Safety.

- The **UMass** Program developed assessment procedures for ESL, ABE, and GED students which emphasized involving the learners in self assessment. Staffassess students against their own identified program goals and formalize those goals in writing.

B. Curriculum Design: An Overview of Innovations/Limitations

Developing curriculum within the WEI is largely a mix and match effort. Student and management needs combine with teachers' imaginative attempts to create relevant worksite specific materials and with teachers' choices of selected standard ESL/ABE materials to make a rich pattern of what works at what site at what time. No one set of materials or one approach works for everyone, or even works well twice in the same setting with different students. This diversity is a sign of the strength of the creative impulse within the WEI. It is also a sign of the specific needs of students at WEI worksites for whom standard materials do not suffice. Given the fact that WEI teachers seem to be constantly in search of better materials and new approaches, as well as for ways to individualize curricula, the following points offer a loose framework for understanding some of the tensions and debates that guide their choices:

- There is general agreement that a combination of grammar-based and life experience based curriculum and methods is necessary.

- The debate over competency-based curriculum is more complicated. Some programs can't imagine dealing with issues of student evaluation without a competency-based curriculum, while others want to demonstrate worker progress through a broader set of approaches, including competency-based.

- Programs and students also differ over whether life skills or general workplace issues are more important to learn when class time is limited and need for both types of information is pressing. Many students, especially in ESL, require or prefer instruction in life skills, such as opening bank accounts, calling doctors, etc. Management's interests tend to focus more on workplace learning--often of a very specific nature (e.g., blueprint reading).

Some programs have made significant contributions to the development of workplace education curricula by integrating this range of debates and perspectives into a creative patchwork approach; others have focused on mastering specific approaches to worksite needs and union issues. In **New Bedford,** the curriculum is derivative of a wide range of sources from Elsa Auerbach to the more traditional. The content is a sophisticated blend of grammar, life issues, work issues, and labor concerns. It is very student centered and was developed by the program coordinator with input from students and teachers alike. Other programs have used and adapted the New Bedford model with great success.

The **AT&T, Marriott, nursing home, and UEC** projects have developed curricula which focus on worksite vocabulary and processes. Issues of safety, worker roles and responsibilities, and the language of floor activity underpin the AT&T project. Similarly, the language of kitchens, housekeeping and hotel maintenance are featured in the Marriott curriculcum. With nurse's aids-in-training required to attend the ESL class at the Westridge nursing home, medical vocabulary is sometimes the mainstay of a class lesson. At UEC, where management favors a Japanese model/worker participatory style of organizing production, class lessons are frequently based on components of that production style. At **T.J. Maxx** and the **Laundry Project** successful efforts were made to integrate union concerns and union contracts into class lessons.

C. Teaching Methods: Some Variety and Creativity

As with curriculum, teachers employ a range of educational strategies and approaches throughout the WEI. A number of learning providers want to continue developing methodologies which are both industry-specific and which meet the varied life and literacy needs of different cultural groups of students. To this end, teachers are constantly searching for methods that are creative and appropriate. In general, the ideas they find are a combination of the "tried and true" and those "made for the ocassion". Examples include dialog journals, jazz chants, picture stories, use of videos, vocabulary developed from on-site responsiblities, vocabulary developed out of class biographies, reading comprehension derived from family stories, etc. During our site visits, virtually every program shared materials and/or demonstrated their best samples of the above. Some programs with noteworthy teaching methods are:

- **Lawrence** employs a more tried and true approach of gathering a wide range of ESL texts, workbooks, cassette tapes, language games, and teacher manuals and then assembles them to meet their students particular learning levels. The students are grouped following assessment into one of three major levels--beginning, intermediate, and advanced--where there specific skills and needs are matched with the best set of materials and the most appropriate teacher.

- The **nursing homes** use an especially imaginative method for developing vocabulary, conversation and comprehension skills. During one class, the teacher engages students in creating a composite biography of a class member. As students offer their comments, the teacher records them amidst much discussion about their form and content. In the next class, the teacher distributes this "story," now formatted as reading comprehension complete with vocabulary list and comprehension questions. Students read their story aloud, together and singly, and then discuss vocabulary and answer questions.

D. Cultural Awareness: Extending the Definition of Workplace Education

A workplace education program takes place within an organizational context, which includes: the racial and ethnic composition of workers and supervisory staff; the types of relationships required among workers to produce a certain product or service; the work style fostered by management; the general atmosphere of support, or lack of support, for education; opportunities for promotion; etc. These factors simultaneously influence the workplace education program and are influenced by it.

Thus, the integration of ESL and ABE classes into daily work schedules raises issues which often go beyond the bounds of simply teaching ESL or GED preparation. Identifying the need for ESL or ABE begins a process of identifying a range of eductional needs, which may not be readily identified as workplace education but which are critical to the effective implementation of a WEI program. Most notably, these issues include: 1.) the need to educate supervisors about the value of workplace education programs, and 2.) the related need to provide cultural awareness training.

Supervisors have much to learn about the lives and work-a-day realities of their workers--including, for instance, the challenge of learning a second language, developing basic math skills, or mastering life skills required in a new culture. The necessity of the supervisors' education become as much a part of what constitutes workplace education as does a lesson plan on subject-verb agreement. To it credit, the WEI has begun to identify the education of supervisors as a legitimate activity of workplace education.

Almost all programs which have non-native English speaking workers identify the specific need to educate supervisors--and others--about cultural differences. Opinions vary about whether a workshop should be called "cultural awareness training" or something less potentially inflamatory. One program preferred to incorporate cultural awareness issues into a supervisors' workshop rather than to draw attention to the fact that racism or cultural ignorance might be a "problem". In addition, there is concern that one might be teaching cultural generalities or stereotypes rather than genuine awareness. As a rule, regardless of the reservations of the organizers, participants are pleased to have the opportunity to discuss cultural issues which affect the texture of their lives at work and in the community. At the present time, programs are evolving different formats, suited to the various worksites, and Year Three should offer an interesting set of observations about their effects. Some examples of these formats are:

- The **T.J.Maxx** program piloted a series of discussion sessions on cultural issues with a select small group of supervisors, who were at first told, not asked, to participate. For the first half of the first session, their "attitudes" about having to participate interfered with their ability and desire to discuss issues openly. Their resentment must parallel the resentment of workers who are told to enroll in an ESL program because they are ignorant or deficient. These supervisors ultimately benefited from the pilot project. They wanted to continue their discussions.

- The nursing homes project planned to sponsor a series of "cultural nights" when the food, music, language, dress, and custom of a particular culture would be highlighted. At **Colonial Care**, for example, where there are many Haitian workers, "Haitian Night" was scheduled to start the series. Staff were encouraged to participate by preparing authentic dishes and by providing entertainment.

- **New Bedford** addresses its cultural awareness in several ways. On occasions, it brings special attention to its Portuguese workers through school-based and community-based celebrations, including holiday and graduation festivities. The program also handles the incorporation of language and culture more quietly by having its bilingual teachers integrate multi-cultural issues and concerns into daily lessons.

III. Partnership

There are three levels of partnership within the WEI: 1.) the local level of partnership among industry, union, learning provider and SDA; 2.) the state level of partnership among sponsoring state agencies, which includes the Executive Office of Labor, the Commonwealth Literacy Campaign, the Division of Employment Services and the Department of Education; and 3.) the partnership between the state and local programs.

As identified in Year One, conceptualizing and promoting partnership among the actors and agencies who create workplace education programs at these three levels is central to program success. What then are the variables which enhance or hinder these partnerships? Based on our findings, the following are some of the more intruiging points to emerge. There are some general principles which apply to program success at the three levels of partnership equally. Then there are specific concerns which must be addressed separately, from the perspectives of industry, unions, workers, learning provider, and the state.

The four general operating principles which conribute to successful partnership are:

- Regularity of Communication. Partners who communicate regularly with each other, either formally or informally, in person, in writing, by phone, or through the intercession of a coordinator, tend to create good programs together. While some exemplary programs like **UMass** and **T.J. Maxx** schedule regular advisory "partnership" board meetings, it is not feasible or even useful for a smaller program like **UEC** to follow this format. The presence of the WEI Coordinator in Year Two has greatly enhanced regularity of communication on the state/local level.

- Timely Intervention. There are ocassions when either a local or state partner makes a timely effort to maintain or improve the partnership as a whole. This type of intervention may take place solely within the context of a local partnership--for example, when the Brockton SDA helps negotiate industry involvement. It may also take place on the state/local level, when, for example, the Executive Office of Labor helps to insure union participation at a site like **AT&T.** Timely intervention by a state partner may also take place solely within the context of state partnership.

- Serendipitous Mix of Like-Minded People. Staff in some programs like **UEC, Filene's, Brockton, and T.J. Maxx** enjoy a noticeable degree of harmony and like-mindedness in their working relationships with each other. Some of this may be explained by consistency in the hiring practices of the learning provider. A teacher who favors certain educational approaches will hire people who share his or her views. But an overall match of personalities across SDA, industry, and learning provider is difficult to plan. When one exists, it warrants attention and observation, since elements of an outstanding partnership may be replicable.

- Recognizing Different Agendas within a Context of Unity. Acknowledging the inherently different agendas and needs of the partners, so they can freely--and continuously--negotiate a unified set of program goals and objectives is a rock upon which a good program is built. The **nursing home** project provides a good example of at least trying to articulate the different needs and purposes of the partners during both the planning stages and program implementation. The **EASCO** program would have benefited from a more candid appraisal of the different needs, especially during start-up.

A. Industry Specific Issues

With the expanded pool of programs in the WEI in Year Two, it was more possible to examine partnership issues, including employer attitudes, needs, and incentives from different industry perspectives. It is also more evident that the significant shifts in the Massachusetts economy from a manufacturing to a service base, together with the steady growth of high technology, and the continuing influx of non-English speaking people, have raised a number of issues--both ordinary and profound--for consideration by the workplace education programs. We begin to review some of these issues through an industry-based examination of the WEI programs, as follows:

1. Health Care. The industry concern in health-care-based programs is the scarcity of literate, English speaking and trained workers for a range of patient care and hospital support work, including: work in laundry, kitchen and maintenance and nursing assistance. Patient care can be compromised when workers in any of these area do not speak English well enough to understand directions given to them by supervisors or to understand patient's comments to them. Recent State of Massachusetts regulations which mandate sixty hours of training for nurse's aids also heighten the need for ESL instruction. This training generally demands a tenth grade reading comprehension. WEI programs included in this category are: the **Nursing Home Project**, **Mercy Hospital**, **University Hospital**, and the **City of Worcester Employees**.

2. Apparel Industry/Distribution Centers: The chief concern in the apparel manufacturing and distribution industry is that an expanding market requires employing more workers who can take directions in English and therefore speed up production. The work in apparel maufacturing and distribution centers is tedious and does not pay well. Management sees ESL/ABE instruction as a perk for potential employees, although it is not clear that the availability of such instruction will limit staff turnover. The **Fall River Workplace Education Project** at Louis Hand, Inc. and the programs at the **Filene's** and **T.J. Maxx** distribution centers are three examples of this industry in the WEI.

3. Manufacturing. A major concern in the manufacturing industry is that the combination of stiff competition from foreign markets and outmoded methods of production are putting small American manufacturers out of business. Therefore, from management's perspective, in order to attempt to regain a competitive edge, older workers who have been with a company for years need to be retrained to handle new machinery, and new workers with limited English language skills need to be trained to speed up production. The need for ESL instruction is related to the need of non-native English speakers to understand the instructions which their supervisors give them. The need for ABE is related to the need to learn how to operate more sophisticated machinery. **EASCO Handtools**, **Sewell Plastics**, **UEC**, **Wesco Electric** and **Erving Paper** provide examples of the manufacturer's participation in the WEI.

4. Service Industry. Within the WEI, service industries--hotel and laundries--tend to employ the working poor, especially non-native English speakers who, most likely, would not receive educational services elsewhere. Management in these service industries tends to support workplace education for reasons of safety, greater efficiency of production or service delivery, and also out of general humanitarian support of education. This is the case at Crown's and Whyte's laundries which are served by the **Laundry Workers** project.

lack of support

The hotel industry is expanding in Massachusetts and there is a big need for workers in all entry level and supervisors jobs. Many recent emigrees to the United States begin their American employment experience with jobs in the hotel industry. If non-native English speakers cannot take directions from supervisors or converse minimally with hotel guests, service can be compromised. Management hopes that ESL/ABE services will increase the employee retention rate and help many employees move up the hotel career ladder. These are the issues which inform the **Marriott Hotel** project from management's perspective.

5. Other: Large Corporation or Entity The issues which join **AT&T** and the **UMass** programs have more to do with the size and scope of the program undertaking than with management's perspective on industry need. (AT&T needs to upgrade the skills of workers to work on more sophisticated machinery; at UMass, widespread functional illiteracy among classified employees prevents effective execution of roles and responsibilities.) The size and scope of these workplace education programs required well planned and well coordinated outreach to over a thousand workers. Both involve large physical plants and a diversity of population and job roles.

In summary, employers in various industries have identified many incentives for support of workplace education programs. The identified need, however, has to be translated into action over the long term. Some companies like **UEC** are willing to make a substantial investment in the short term-- six hours of paid class time per week-- with the long view benefit in mind. Other programs are not. **EASCO, Sewell Plastics, Erving Paper** and **Franklin Sport** host programs with impatient management who want to see results before they are hatched, and who are not willing to let the immediate pressure to produce more submit to the need to reskill workers. Their impatience with the educational processs can easily undermine a program. There is, therefore, a need to educate management about the educational process.

B. Worker/Union Specific Issues

The following section describes barriers and benefits to participation in WEI programs from the workers and union perspective.

1. Barriers and Benefits to Student Participation. The Year One report identified several barriers to worker participation in the WEI. They include problems with transportation, daycare and holding down a second job. Despite some programs' efforts to address them, these continue to be barriers to full participation in Year Two. The programs at **UMass** and in the **City of Worcester**, for example, have childcare services available to students, but noone has used them. It is interesting to speculate about how even the provision of on-site daycare does not meet the full daycare needs of students. A plausibe explanation is that children must be transported to the education site in order to use the daycare service. A student normally goes to class directly from work, but a student whose child uses the daycare service would have to leave the worksite, pick up the child and return to the worksite. If the student does not have an easy means of transportation, the problem is compounded.

The stigma of illiteracy and lack of English fluency also continue to prevent enrollment in workplace education programs when recruitment is done poorly. Similarly, the lack of release time in some programs makes it impossible for workers with familial responsibilities or second jobs to stay after work-- or to arrive early-- for class.

Although the Centre Research protocol did not specifically solicit data on the relationship between age, gender, enrollment and retention of students in WEI programs, data suggests that age and gender issues need to be explored as they affect enrollment, curriculum and outcomes. Do men or women feel that workplace education is for them, or is not for them, on the basis of recruitment methods, curriculum content, test meassures or other criteria? What are the benefits of program participation as perceived by students? These questions may be answered in part by the Stone Center survey.

While students generally agree that they benefit from participation in workplace education programs by developing skills which in turn increase their self esteem, and which they can transfer from one situation to another (e.g. reading at work to reading a child's nighttime story), there is also evidence that the WEI as a whole is not fulfilling the goals of its policy directive vis a vis increased wages and job mobility. Students rarely state that they are enrolled in class in order to make more money or to change jobs. This suggests the need both for: 1.) an objective measure over time of WEI effects on wages and job mobility and 2.) the state's re-appraisal of these aspects of the policy directive.

2. The Need for Union Support of Programs. Union support of ESL/ABE and GED classes is highly valued in all programs where unions are active partners. But union support varies widely from program to program. In some cases, unions gave birth to the workplace education program and then became like absent parents, participating in recruitment and information sharing when asked but not initiating broader based support for the program. **(T.J. Maxx; New Bedford)** In another case, union support actually legitimated ESL and GED enrollment and increased the number of students.

The participation of union members in the program at **EASCO** in Year Two helped to transform the image of the program from "being for the dummies" into "doing something good for yourself" and enrollment increased. No one anticipated the far reaching effects of full union support in this program. At still other sites, like the **nursing homes**, a union representative worked with the learning provider and other partners to identify the real needs of workers and to design an appropriate program for them. Without the union representative's input, the nursing home project would not have begun on the firm ground of well defined worker's needs.

However, despite the unions' accomplishments, union involvement is not as visible or complete as many union leaders and members would like. This may result in part from the fact that union strength in Massachusetts is regionally based--unions tend to be stronger in the southeastern part of the State where only a few programs are funded. Strategies for enlisting the continued and active support of union members and leadership need to be identified. Discussions of linking education to benefits packages aroused some controversy and warrant further attention.

C. Learning Provider: Issues and Concerns

Of all the local partners, the learning providers/teachers have the most direct responsibity for and daily contact with the workers, yet face some of the most practical problems. Their concerns are quite tangible and can be grouped into five areas:

1. Classroom Conditions and Materials. The quality of classrooms varies damatically throughout the WEI from sophisticated conference rooms which are reserved for student use **(UEC)** to hotel game rooms with children playing in them **(Marriot)**. Comfortable, consistently available rooms are highly prized by teachers and students alike and should be

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considered a priority component of any program. In some cases, however, simply having the class on site is the priority and learning providers do their best to make the space congenial and to limit noise and people-traffic. **(AT&T)** The availability of blackboards and other materials also varies. As a rule, teachers use newsprint, with or without an easle, in place of a blackboard. Program budgets sometimes do not cover the cost of books for successive groups of students. **(Marriott)**

2. Teacher Concerns. There are a number of teacher availability problems within the WEI. First, there is shortage of good teachers, especially those who are experienced in ESL. Second, transportation can pose a problem for teachers when they have long distances to travel to and from program sites. (This was a particular problem at the Westridge Nursing Home in Marlboro.) Lastly, salaries within the WEI vary significantly--from roughly twelve to twenty dollars per hour. Some teachers get paid in addition for prep time; others do not. All of these concerns require attention. However, it should be noted that the recruitment of bilingual teachers is a national problem without any easy solutions; meanwhile, it is more possible for the state to develop consistent policy within the WEI regarding pay scale and class preparaation time.

3. Supervision/Support of Teaching Staff. One consistent concern which program coordinators expressed was the need to spend more time supervising, meeting with, and providing ongoing support to their teaching staff. Without adequate time spent with staff, coordinators tend to feel out of touch with the real life of their programs, and cannot work on issues like curriculum development and evaluation as thoroughly as they otherwise could. At the same time, teachers who lack regular contact with their coordinators report feelings of isolation, exploitation, disenfranchisement, and/or a greater tendancy toward "burn-out."

4. Language Coaching/Tutoring. Developing a language coach and tutoring component is an idea which appeals to many people, but it is more difficult to apply than one might expect. Developing a language coach component requires a concerted and sustained effort on the part of the program coordinator, who in most cases is already overburdened, to identify, train, follow-up and support his or her staff. Very often, without large amounts of training and/or support, staff do not maintain their interest in being language coaches or tutors. Developing a language coach/tutorial component is a serious undertaking, not just a little something to be developed on the side.

5. Success in Education Creates the Need for More Education. If a workplace education program is successsful in its basic approach--if it has established a genuine need for and appreciation of learning--then students may want to continue their education beyond their ESL/ABE classes. In a few programs **(Marriott and Filene's)**, some students have graduated into programs at the community college level. Although it is the primary task of the learning provider to develop an on-site ESL or ABE program, he or she eventually asks how the program can facilitate long term educational goals. Developing a range of educational services affirms the educational orientation of the WEI and the goals of the policy directive. Learning providers tend to know the range of services which can come under the umbrella of workplace education but they need help in conceptualizing their services long-term.

D. State Relationships: State Partners, SDAs, and Local Programs

The partnership at the State level is unique and strong. However, recent changes in the configuration of the State partnership and new information about the accomplishments and shortcomings of the WEI might require a reassessment of WEI goals, objectives and process. The following four points identify the strengths of and recent changes in the partnership and suggest a method for reassessing WEI goals, objectives, and process.

1. Varied Perspectives: Each partner brings a specific and experienced perspective to the WEI. The Executive Office of Labor (Marty Blatt) contributes its understanding of the labor issues within the Commonwealth and its contacts with union leadership. The Division of Employment Services (Cecilia Rivera and Kim Hoa) contributes its understanding of employment and training services as well as administrative capability. The Commonwealth Literacy Campaign (Sondra Stein) contributes the literacy perspective and program development experience. The Department of Education (Robert Bickerton) contributes its perspective on adult education and its administrative know-how. It would be hard to imagine a better equipped set of agencies to constitute the WEI.

2. Changing Partners: Two of the three players who began the partnership in FY '86 are still active partners (Marty Blatt and Sondra Stein). However, the partnership changed significantly in the last year. The Commonwealth Literacy Campaign joined the partnership; the Department of Education designated a new Director of Adult Education who became a member of the WEI partnership; the Office of Training and Employment Policy underwent a reorganization and is now part of the Division of Employment Services. And perhaps most significantly, the state hired Judy Hikes as WEI Coordinator to help coordinate the overall Initiative and, to a certain extent, the partnership at the state level.

3. Increased Knowledge: Unquestionably, the knowledge base about workplace education has increased significantly in the last year. Economic, political and budget realities, as well as information collected as part of the ongoing evaluation, coordination and provision of technical assistance to WEI programs suggests that the linking of workplace education programs with goals of increased productivity, increased worker mobility, and higher pay may be misleading.

4. Re-examination; Re-affirmation: The points discussed above suggest that there is a need for all partners to a.) re-assess the original conceptual framework that established the WEI and b.) re-examine the ends and the means of partnership in light of these new developments. Do the sum of the WEI parts--its old and new partners and its shifting goals and objectives--continue to add up conceptually and pragmatically? Are the goals and means of working together as a partnership still valid? Is the need mainly to fine tune the partnership? Grappling with these issues can infuse the partnership with a new sense of ownership based on FY'89 realities.

In addition to these concerns which are limited to relationships within the State partnership, other issues regarding partnerships between the state and the 17 local programs emerge. They include:

- The Need to Examine the Role of the SDA. The SDA is in the ambiguous role of being both a State and local player. As a State agency, it considers itself an important administrative/oversite component of the WEI. As a member of the local partnership, it is responsible for paying programs and providing technical

support and assistance. In fact, it is a bridge between the State and the locals. In this bridge position, some SDA's express confusion about the nature of their authority vis a vis their programs and about the parameters of the authority of State agency partners.

From the state perspective, is the SDA an administrative pass through or more of an active partner? If State partners bypass the SDA and contact program staff directly on a range of issues, does this amount to formal acknowlegement that the SDA is viewed as nothing more than an administrative pass through? The lack of clarity about the role and function of the SDA leads to a problem, from the SDA perspective, with recognition of the SDA effort to support the WEI. For example, the WEI requires a significant amount of paperwork which is minimally compensated for by available administrative money. At least, the SDA wants to be fully compensated for what it does-- either financially or in terms of authority to administer the programs.

- Problems Resulting from Funding Lag. The funding lag from July to October was the sorest point in the State/local relationship for new programs in FY '87. The lag prevented planning and start-up as scheduled. SDA as well as program staff expressed great concern about the difficulty of starting up and enrolling students in winter and losing staff who could not afford to wait until winter to begin their employment.

- Lack of Visibility and Clarity of the State Role. The visibility of the state WEI partnership is currently quite low and somewhat confusing at the local level. In the field, there is a notable amount of ignorance about who exactly constitutes the State partnership and how it works. On the other hand, there is genuine appreciation by most of the local WEI programs for the ongoing programmatic and bureaucratic support provided by the state coordinator (Judy) over the last year, and for specific and effective assistance provided by other partners upon request. This mix of confusion, on one hand, and appreciation on the other, do not pose any serious problems but do indicate an area of state activity that needs attention.

IV. Program Outcomes and Continuation

Throughout the past year and especially during final months of FY'88, the majority of staff working on WEI programs at both the state and local levels have been focused on two important aspects of program conclusion: 1.) documenting specific outcomes and accomplishments (or problems) and 2.) strategizing around program continuation--unless they have decided not to continue.

Over the past two years, Centre Research has used the WEI documentation/evaluation to monitor these concerns from both the state and local perspectives. The local programs were asked during site visits and training conferences to comment on their thoughts and actions with regard to both issues, with which they have necessarily been concerned since initially receiving their grant awards. CR has also been actively engaged with the state, both with regard to its efforts to better understand how to measure program outcomes and its actions to keep the overall Workplace Education Initiative healthy and growing.

In the two sections that follow, Centre Research will share some of its preliminary "research and findings" with regard to both topics program outcomes and continuation. As suggested above, our data are gathered from a combination of sources, including state and local participants in WEI, a limited review of the literature, and observations.

A. Outcomes: The Difficulties and Possibilities of Measurement

Among the most important introductory or general points to make about identifying and measuring WEI program outcomes, the following stand out:

- Despite growing interest in workplace education and adult literacy at both state and national level, there remains limited understanding--and no single model--of educational measurement that seem appropriate for most WEI programs. Recognizing this problem, CR has explored alternative assessment concepts and measures as well as more traditional ones throughout its protocol.

- In order to anticipate some of the likely expectations of the WEI demonstration project in relationship to replicability, CR has maintained some focus throughout its documentation and evaluation efforts on both program outcomes and processes, as well as individual outcomes and performance.

- Some goals, like curriculum development, are ongoing (and even retrospective). Others, such as developing job-specific inventory of skills/knowledge needed by each worker, are politically sensitive and demand sophisticated strategies. Still others, like measuring "impact", require more careful, longer-term studies, which will require separate funding.

- Finally, CR continues to respect the goal of making all WEI documentation and evaluation activities relate to ongoing program efforts and needs. To this end, we have worked throughout Year Two to translate and refine information gathered during our multiple contacts with the programs into useful products and tools. The Guidebook and training/technical assistance conferences are the best examples of the connection--and balance--between documentation/ evaluation and ongoing program support.

Some of the more specific findings regarding WEI program outcomes are listed below. They include a comparison of individual and program outcomes, as well as comments on the tools and processes used by Centre Research in its WEI work.

1. Individual Outcomes: A Range of Indicators

Based on our review of the various local programs, CR has identified four different outcome areas for observation and eventually for measurement. The first begins with a focus on the workers's most immediate concerns, primarily those related to issues of confidence, security, and empowerment. They expand to include job-realted concerns and objectives, family-level goals and effects, and finally community-level impacts and implications. A brief examination of these four individual outcome areas follows:

- **Self**: The most evident themes have focused on self-esteem, self-confidence, and a senes of personal empowerment. There is much anecdotal information from program personnel on increase in self-esteem and self-confidence resulting in and from such activities as: completing forms; taking trips out of their neighborhoods; visiting medical and school officials, etc. The accomplishments most associated with the improved sense of self have been: involvement in and completion of WEI; acquisition of language and other education skills; and the attainment of a GED.

- **Job**. The next outcome area of note is the workplace. Although little can be claimed regarding new work skills, greater efficiency, or increased productivity, there does seem to be reasonable evidence of more congenial working environments, increased communications, improvements in worker-management-supervisor relations and attitudes, and increased cultural awareness. In programs associated with hotel and health care work, learning to speak English promises automatic promotions for some. Finally, several programs (e.g., Laundry workers) noted more worker understanding--and speaking out--about health and safety concerns.

- **Family**. Again, through anecdotes, program personnel and work. s discussed the program's impact on family life. On the positive side, many told of being able to speak with/read to their children in English. Others mentioned how, for the first time, they felt comfortable enough to go to their children's schools for meetings. On the other hand, a few programs revealed that the changes in certain families were dramatic enough that some workers may need family counseling support.

- **Community**. Finally, some effects of the WEI programs were evident in more active civic life and community participation, according to several staff and workers. Besides speaking out at school and advocating with health care providers, programs reported that some of their workers were visiting community facilities, such as public libraries and certain department stores for the first time. Others mentioned increased interest in their community's history, current events, and neighborhood resources. A few programs told of workers seeking continuing education programs.

2. Program Outcomes: Broader Accomplishments and Measures

Like individual participants, programs had their own expressed goals and anticipated outcomes. Too often in the WEI programs, however, these received secondary attention; sometimes they were totally ignored or taken for granted. Yet, it seemed important--for a number of reasons and audiences--to give acknowledgment, credit, and critical attention to the myriad program accomplishments. Consequently, CR began the task of exploring outcomes that were broader in scope or not fully anticipated by WEI staff.

In many cases, this required the programs to simply "capture and record" these events. Some of the program outcomes that were not widely anticipated, but were nevertheless fairly easy to document included: management assistance in recruitment; creative approaches to teaching; special (and repeated) outreach efforts to supervisors; and increased access to community resources and opportunites. The programs, with the help of Centre Research, were also able to identify several of the more effective planning, communication, and implementation strategies and accomplishments.

Others program-wide outcomes were more difficult to measure, usually for one of the following three reasons: because they were more qualitative in nature; because they were not considered except in retrospect; or no instrument was readily available. Among these less anticipated outcomes were: changes in attitudes and self-image; effects of increased education and/or advocacy on union-management relations; usefullness in introducing workers to broader workplace and economic issues; and impact of the program on families, employers, and communities

3. Evaluation Design: The Need for More Tools, Resources, Time, and Process

The question of how programs measure progress/failure/change is a complicated one. It depends on the design of instruments and processes, the availability of resources, and the related issues of responsibility and impartiality. Overall, there is a lack of good instruments, processes, and resources to design and implement truly comprehensive WEI program evaluation. Most of the evaluation theory and practice that is currently available is derived from the fields of adult education, literacy, and/or public education. While these represent important references, the WEI programs need to design protocol and processes that address the special factors and subtleties of workplace education.

Although many of the instruments created for this project were designed for use by third party evaluators, CR attempted to create "tools" that were respectful of, and useful to, the programs. Some, in fact, were created expressly for use by the programs. In addition, several programs created their own tools, especially with regard to indiviudal assessment (e.g., "literacy screening" used in Worcester). Some of these were quite effective as replacements for more biased or inappropriate instruments. Unfortunately, most of these "home-grown" tools--plus some created by the companies themselves--need more review and refinement.

The broadly-defined interest in WEI outcomes raised a number of additional challenges. First, it forced the programs and the evaluators to examine the mix of quantitative and qualitative measures. Next, it meant distinguishing between individual and program objectives and activities. Furthermore, it required a serious consideration of how to differentiate between primary, secondary, and even tertiary goals. It also raised questions about which WEI program participants--if any--are able to conduct, or at least contribute to, an evaluation of student progress and program achievement over time.

Finally, the WEI evaluation design sought the necessary balance between summative and formative evaluation. The emphasis on outcomes does not reduce the need for effective periodic review. It does create more issues and considerations, however, given the already limited tools, time, and resources. Some of this concern was mitigated by local programs (e.g., New Bedford; Fall River) designing and implementing certain "benchmarks" to determine student progress. This still leaves the task of formative program evalution mostly in the hands of outside evaluators who have limited access to the program. Although some of the documentation tools designed for the WEI were relatively effective, they are not adequate for in-depthwork or follow-up review.

B. Continuation and Institutional Change: Key Factors and Strategies

Each year more and more communities in Massachusetts see the need for innovative adult literacy campaigns, such as the Workplace Education Initiative, and are willing to contribute resources and support during the initial stages of program development. Once the WEI programs are established, however, the task of maintaining support for the programs becomes more difficult. There are competing priorities, limited resources, and often mixed reviews about the effectiveness of a given program.

Nevertheless, most of the WEI partnerships are convinced of the need to provide local support on a regular basis; generally one or more partners understand the importance of making long-term commitments to maintain program operations. In some sites, the SDA has taken the lead in the coordination of local support and resources for the WEI programs; in other sites, the business and industry partner has played a leading role; in certain programs, labor and its supporters have worked to establish the necessary climate and provide tangible support; and in some parts of the state the local learning providers have led the struggle to the continue the WEI programs.

The fact that some WEI programs can and will continue to provide services is encouraging; however, all program who want to continue to provide services by building on current partnership accomplishments and recent knowledge development deserve that opportunity. With this in mind, CR has assembled the following list of key elements and strategies for program continuation, based in part on ideas offerd by WEI participants at last year's training and technical assistance conference and in part on CR observations and research:

1. Measurable Signs of Progress: "Nothing succeeds like success", which in the case of WEI programs means clear objectives, positive outcomes, and good communications. Program staff agreed that every WEI program needs to be able to tell a variety of audiences in clear terms: what the program does; how it is effective; and why it should be supported. Participants at the conference described how a program's image should be one of confidence and competence. And that each program must be able to demonstrate overall stability, offer evidence of sound budgeting and cost-effectiveness, and provide measurable results--both for the individual students (workers) and the program as a whole.

2. Availability of Multiple Resources: The host of comments on this topic were facinating: some felt that outside funding was essential, while others claimed it was the root of most program evils; some believed in going after any and every possible source, while others tried to target their fundraising energies. What people did agree on was the need to have diverse sources of funding and the importance of some "hard monies" (i.e., not just grants) on a year-in, year-out basis. WEI staff also talked about strategies for securing such non-financial resources as: targetted donations of curricular materials and other classroom supplies; the idea of college interns and other community volunteers in supportive roles; and the possible use of community facilties, including libraries, schools, and other public meeting spaces for regular and special events or celebrations (e.g., graduation).

3. Identification of Broad-Based Support: Undertakings like those mentioned above have additional value in that they increase the visibility and credibility of WEI at the local level, thereby helping to broaden the base of support. This is critical if the program is going to succeed and survive. As several of the programs have strongly demonstrated, there is an art to active public relations and effective program promotion. It is time-consuming and energy-demanding, but essential if the program is to ultimately find its place in the local fabric. To this end, WEI programs talked of the need to share knowledge with the larger community, make strategic connections with supportive organizations and populations, and work directly with key community actors.

4. Commitment to Capacity-Building: Another important ingredient in the formula to keep WEI programs alive and well draws in many ways from the previous points, but also goes beyond these notions. It is the ability to develop program, management, fiscal, and political capacities at the local level that are deeply-rooted. The establishment of a capacity to support the growth and maintenance of WEI program means building a foundation at the local level that includes all of the above points and the following:

- knowledge of program models, state mandates, local budget priorities, and other relevant data (e.g., work force projections/economic indicators) in a timely fashion
- strategic planning processes that produce long-range goals and multi-year strategies, and involve regular input from key staff, partners, and community suporters
- fianancial rewards, recognition, and support for program coordinators and teaching staffs to encourage more stability and less turn-over
- program evaluation and/or self assessment on a regular and more in-depth basis

It also means improving (and creating where necessary) the capacity at the state level--both within and between the current WEI partners--to:

- provide assistance to sites (regarding program design and implementation) through a combination of state monitoring and enforcement, training and technical assistance, staff development, curriculum development, and evaluation design
- share information statewide in a more timely and strategic manner(e.g., early RFP; clear processes and forms; packaging of exemplary program materials)
- develop and advocate for progressive legislation and state agency action in support of the Workplace Education Initiative and other related/supportive programs (e.g., childcare; health care; transportation; multi-cultural and immigrant; other family policies)
- continue identifying, securing, and allocating financial and other needed resources

Recommendations

The following represent an initial "cut" at a set of recommendations that correspond to the overall outline of observations and findings in the report:

I. Program Organization

A. **Planning and Design**

1. Planning: State establishes a two-day early orientation to promote greater cooperation and cross-program fertilization of successful planning strategies; it also begins to design/implement an ongoing "Peer Support System"

2. Design: State encourages greater student-centered learning by developing/ piloting the concept of "Individualized Learning Plans" for each student

B. **Start-Up**

1. Recruitment: State and local program recognize strong connections between recruitment and retention... and require specific plans, staff roles, and program resources to creatively and comprehensively address the retention issue

2. Supervisors: State develops and promotes specialized training and technical assistance (strategies/materials) for at least one supervisor per program

C. **Coordination**:

1. Direct Role: State issues guidelines clarifying the importance of coordination and suggests minimum expectations re: money, time, and leadership role

2. Support Role: Local partnership designs and implements an inventory of community resources (people; institutional; material; financial; etc.)

II. Educational Component

A. **Assessment**: Programs share information on the pros/cons of existing tools (e.g., TABE) and identify/develop alternative(s)*

B. **Curriculum Design**: Programs develop a specific stategy and/or tool that can be contributed to a traveling library for more direct sharing statewide*

C. **Teaching Method**: Programs assemble a booklet of promising practices, models, essential ideas, and other "rules of thumb" for teaching adults...*

D. **Cultural Awareness**: State (with locals) research/create annotated list of resources on multi-culturalism, education, and work

E. **Other Features**: State (with locals) assemble list of exemplary support services (ranging from supplies/materials to child care and transportation strategies)

III. Partnership

A. **Local:**

1. Unions: State (with locals) develop and publicize a list of current and potential incentives/benefits to union and worker participation in WEI

2. Businesses: State (with locals) develop/publicize list of current and potential incentives/benefits to industry and management participation in WEI

3. Learning Providers: Teachers either outline a complete "student-centered" pedagogy, design one model unit/lesson, or develop a strategy to involve their students (workers) in all aspects of program design, operations, and evaluation*

4. SDA: Develop a working paper that explores specific strategies and possible barriers related to the original WEI goal of "increased worker mobility"

B. **State:**

1. Local/State: State provide the resources to publicize statewide local program highlights and state support efforts, using a bi-monthly newsletter, for example

2. State/State: State partnership re-examines both the means/ends of WEI... and make the necessary adjustments in overall roles, responsibilties, relationships, resource identification and allocation, communication procedures, and the like

IV. Program Outcomes and Continuation

A. **Outcomes**: State (with locals) develop a plan (with goals, timelines, etc.) that: establishes a set of "tools", strategies, and resources to measure both short-term and long-term outcomes (e.g., a longitudinal study)

B. **Continuation**: State establishes a "Mini-Grant" Program (10 grants @ $500) that will support the state's current and future efforts to continue its capacity-building objectives and activities at state and local levels with regard to the following specific site support: training and technical assistance; resource distribution; knowledge development; and ongoing evaluation/documentation

[**Note**: Those recommendations above that are followed by an asterisk (*) are possible priority areas in the proposed FY'89 "Mini-Grant" Program.]